

#### STAFF REPORT

April 17, 2002 (meeting date)

**TO:** LAFCO Commissioners

**FROM:** Everett Millais, Executive Officer

**SUBJECT:** PROPOSED BUDGET – FISCAL YEAR 2002-2003

#### **RECOMMENDATION:**

Adopt the Proposed Budget for the 2002-03 fiscal year and authorize its distribution to for review and comment.

#### **DISCUSSION**:

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH) requires that each LAFCO adopt a proposed budget by May 1 and a final budget by June 15. The hearing to consider the Proposed Budget is set for April 17. The hearing to consider the final budget is scheduled for June 12. The time between action on the proposed budget and a final budget is to allow for public review and comment.

The enclosed Proposed Budget consists of a Budget Message, the line item budget of expenses and revenues, and the estimated allocation percentages for the 10 cities and 30 independent special districts that together with the County are responsible for funding LAFCO's net expenses.

#### **COMMISSIONERS AND STAFF:**

COUNTY: Steve Bennett, Chair Kathy Long Judy Mikels, Alternate CITY: Linda Parks John Zaragoza Evaristo Barajas, Alternate

PUBLIC: Louis Cunningham, Vice Chair Kenneth M. Hess, Alternate SPECIAL DISTRICT: Jack Curtis John Rush Dick Richardson, Alternate

EXECUTIVE OFFICER: Everett Millais

PLANNER III: Hollee Brunsky CLERK: Debbie Schubert LEGAL COUNSEL: Noel Klebaum



# PROPOSED BUDGET

**Fiscal Year 2002-2003** 

April 17, 2002 (meeting date)



### **BUDGET MESSAGE**

Proposed Budget - Fiscal Year 2002-2003

April 17, 2002 (meeting date)

#### Introduction

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code Section 56000 *et seq.*) (CKH) requires each Local Agency Formation Commission (LAFCO) to adopt a proposed budget by May 1 of each year and a final budget by June 15 of each year. The Ventura LAFCO has scheduled public hearings on April 17, 2002 to consider adoption of this Proposed Budget and on June 12, 2002 to consider adoption of a final budget. Once a proposed budget is adopted it will be transmitted to the County, cities and independent special districts for review and comment.

The LAFCO Commissioner's Handbook, the compendium of the Ventura LAFCO's policies and procedures, contains budget policies in Section 2.3.1 et seq. The Proposed Budget was prepared in accordance with these policies. Major goals in the preparation of the Proposed Budget were to minimize expenses while fulfilling basic functions, and to provide for effectively and efficiently complying with mandates.

LAFCO and the County of Ventura entered into a new Memorandum of Agreement effective July 1, 2001. While LAFCO is an independent agency, the Memorandum of Agreement provides for the County to provide personnel, support services, offices and materials as requested by LAFCO. All of the personnel, support services, offices and materials to be requested of the County for FY 2002-03 are part of the Proposed Budget. Accordingly, the Proposed Budget is formatted using County of Ventura account descriptions and codes.

This Budget Message highlight's LAFCO's major responsibilities, reviews the major work accomplishments and budget information for the first three quarters of fiscal year 2001-2002, sets forth a basic work plan for FY 2002-03, and provides background and explanatory information about the Proposed Budget's expenses and revenues.

## **Major LAFCO Responsibilities**

(Asterisk indicates new responsibilities as of January 1, 2001)

- Act on proposals for incorporation of cities, formation, dissolution, consolidation and merger of special districts, and annexation and detachment of territory to and from cities and special districts.
- Establish spheres of influence for cities and special districts.
- Update spheres of influence for cities and special districts every 5 years.\*
- Conduct municipal service reviews prior to or in conjunction with the establishment or update of a sphere of influence.\*
- Perform special studies relating to services and make recommendations about consolidation, mergers or other governmental changes to improve services and reduce operational costs.
- Act on requests for out of agency contracts for extensions of services (now applicable to contracts between two public agencies\*).
- Function as either a responsible or lead agency under the California Environmental Quality Act.
- Serve as the conducting authority for the determination of protests relating to proposals for incorporation, formation, and subsequent boundary changes.\*
- Provide public information about LAFCO and public noticing of pending LAFCO actions.
- Establish and maintain a web site.\*
- Adopt written policies and procedures.\*
- Hire an Executive Officer and Legal Counsel.\*
- Adopt an annual budget.\*

#### **FY 2001-2002 IN REVIEW**

Fiscal year 2001 – 2002 was the first year that the Ventura LAFCO was required to adopt its own budget, independent of the County, and address new mandates pursuant to the CKH. As such, the FY 2001-02 budget was prepared in recognition that fiscal year 2001-02 would be a year of transition. There was no separate LAFCO baseline budget information and the CKH required policy, procedural and operational changes with unknown budget impacts. Even with these uncertainties, however, the FY 2001-02 budget has proven to be realistic, requiring only modest adjustment during the year.

The work plan adopted as a part of the FY 2001-02 budget was ambitious. Major work plan elements accomplished to date include:

 Implementation of the procedural changes required by CKH, including enhanced public noticing, greater analysis of proposals and serving as conducting authority for protest proceedings.

- Revision of the LAFCO fee schedule.
- Updating and amending the Commissioner's Handbook, the Ventura LAFCO's compendium of policies and procedures.
- Completing the update of the Special District Study.
- Establishing and maintaining a Ventura LAFCO website.
- Preparation of a work plan for municipal service reviews and sphere of influence updates.

At the start of FY 2001-02 the County Auditor-Controller established a separate fund in the County's financial management system to assist LAFCO in its financial planning and management of resources. The Auditor-Controller also provides LAFCO with general accounting, cost accounting, rate setting and various other essential financial management services. Pursuant to the CKH, the Auditor-Controller is responsible for apportioning net expenses and collecting LAFCO revenue from the County, cities and independent special districts.

Based on information through the first three quarters of the year, projected annual expenditures for FY 2001-02 should be approximately \$40,000 less than the adjusted budget. Salaries and employee benefits are projected to be approximately \$15,000 less than the adjusted budget. Most of this difference is related to the fact that the amount budgeted for extra help (\$10,000) is not expected to be expended this year. Services and supplies expenditures are projected to be approximately \$30,000 less than the adjusted budget. Most of this difference (\$25,400) is because, to date, the County Clerk, County Assessor and the Resource Management Agency (RMA) have not charged LAFCO for any services. These projections could change, however, between the time of this proposed budget and action on the final budget in June. Should any of the expenditures be more than now projected for this year, the fund balance amount estimated for FY 2002-03 will be less.

Revenues are projected to be less than the revenues estimated in the adjusted budget. The County, the cities and the independent special districts all paid their share of the net operating expenses as apportioned by the County Auditor-Controller pursuant to the CKH. Projected revenues, however, are expected to be approximately \$10,000 less than the \$80,000 budgeted for application fee revenue (account code 9772).

In July 2001, shortly after the start of the fiscal year, the application fee schedule was revised, but the changes did not become effective until early September 2001. It is difficult to determine if the fee schedule changes would have had a significant effect if they had been in place for the full fiscal year, or if the fee changes contributed to not meeting budgeted application fee revenues.

#### FY 2002-03 Work Plan

The LAFCO Commissioner's Handbook provides that LAFCO will annually review and adopt a work plan as a part of the budget development process. For fiscal year 2002-03 the following work plan is proposed:

- Maintaining and enhancing operations and services, including communications with the jurisdictions required to fund LAFCO.
- Conducting the first phase of municipal service reviews and sphere of influence updates in accordance with a separate work plan for these tasks to be adopted by the Commission.
- Organizing and archiving LAFCO files from the last 8 years.
- Maintaining and improving the Ventura LAFCO website.
- Implementing a new deposit based fee system and continuing to seek ways to enhance cost recovery.
- Participation in LAFCO oriented training and development workshops and conferences.
- Continuing to improve public knowledge and understanding about the role and responsibilities of LAFCO.

The major new element of this work plan is the start of the municipal service review and sphere of influence process. This process will dominate most of the time of the Commission and staff during the next three years and will have significant budget impacts. The other elements of the work plan are considered realistic provided the number and/or complexity of proposals filed does not increase significantly. The Proposed Budget is based on this proposed work plan and, importantly, the related draft work plan for service reviews and sphere of influence updates. Significant changes to the work plan or the draft work plan for service reviews and sphere of influence updates will affect the final budget.

# **Expenses**

The expense portion of the budget is divided into three main sections, the Salary and Employee Benefits section (1000 series account codes), the Services and Supplies section (2000 series account codes), and Contingencies (account code 6101). The Proposed Budget contains an overall expenditure increase for FY 2002-03 of approximately 29 percent.

#### Salary and Employee Benefits

The Salary and Employee Benefits section of the Proposed Budget provides for a 3.51% salary range adjustment effective March 31, 2003 pursuant to the County of Ventura's agreement with the Service Employees International Union (SEIU). Other increases consistent with the County's Personnel Rules and Policies are also included.

The Proposed Budget envisions some form of reclassification of the existing Administrative Assistant III position and contains an increase in salary and benefits to account for this possibility. Final position allocations and any related budget changes will be a part of the final budget.

The existing and proposed LAFCO staffing levels are:

Title	Existing FY 2001-02	Proposed FY 2002-03
Executive Officer	1	1
Planner III	.75	.75
Administrative Assistant III	1	0
Administrative Assistant IV or similar	0	1
Total Authorized Positions	2.75	2.75

The LAFCO Clerk position is currently classified as an Administrative Assistant. Due to the small office character of LAFCO's operations the person in this position must handle an array of duties and be proficient in a diversity of skills, including clerical, financial management, technical, and web master abilities. In recognition of this fact, and to provide for this position to handle confidential information in the future, the County Human Resources Department has been requested to review the duties of the position in relation to the Administrative Assistant classification.

At the time of the preparation of the proposed budget, the results of this classification review are unknown. Any change to the classification, however, would likely result in some additional expenses. To account for a possible change, the Proposed Budget includes authorization to allow the incumbent to advance to an Administrative Assistant IV position, approximately a 5% increase in the salary and benefits for this position. The results of the classification review will be known before the final budget is prepared for action in June and the final position classification and its budget impacts will be included at that time.

The other substantive increase in the salary and employee benefit section of the Proposed Budget is an increase in Extra Help funding. One of the Work Plan tasks is the organizing and archiving of LAFCO files for the last 8 years. This task did not get completed during the current fiscal year and remains a need best accomplished through the use of extra help. Also, there is a recurring need for additional clerical support, especially for the more mundane and routine clerical tasks. A new position, even a part time position, is not deemed warranted at this time as this need can be met through the use of Extra Help on an as needed basis. The Proposed Budget contains additional Extra Help funding to provide for these Extra Help needs.

#### Services and Supplies

The largest and most significant expenditure increase is for professional services (account code 2199). The Proposed Budget is based on the draft work plan for the service review and sphere of influence update process. That work plan identifies water and wastewater service reviews as being a priority for FY 2002-03 and proposes that they be conducted by qualified consultants. The \$125,000 amount proposed is an estimate of the amount necessary for consultant services for Phase 1 of the service review and sphere of influence process as set forth in the draft work plan for FY 2002-03. As noted previously, significant changes to the service review and sphere of influence process work plan will impact the Proposed Budget.

Other major changes to expenditures for Services and Supplies are:

- Increases to various account codes (primarily voice/data, 2033, and miscellaneous office expense, 2179) to provide for the purchase of a laptop computer, primarily for public presentations, the remodeling of existing office space to provide a new workstation for extra help use, and upgrades to geographic information system (GIS) software.
- A decrease in Indirect Cost Recovery charges (account code 2158). These cost recovery charges are for County services provided by the Auditor-Controller, County Counsel, and Chief Executive Officer, including Human Resources, in past years.
- An increase for Mail Center charges (account code 2174) due to an increase in the cost of first class postage.
- A change to account code 2304 to recognize the lack of charges by the County Clerk, County Assessor, and Resource Management Agency, and to provide for the County Counsel's request to be able to charge on a cash basis versus utilizing the Indirect Cost Recovery system in the future.

#### Contingencies

The Commission's budget policies indicate that the budget should provide for contingencies equaling 10% of total expenses. Thus, as the overall expenses increase, the amount to be budgeted for contingencies increases. The Proposed Budget contains \$65,000 for contingencies. This represents approximately 10.1% of the combined Salary and Employee Benefits and Services and Supplies expenses.

#### Revenues

Revenues consist of Fund Balance (account code 5040), Miscellaneous Revenues, including Interest Earnings (account code 8911) and charges for services (account code 9772), and revenues to be collected from the County, cities and independent special districts.

#### **Fund Balance**

Section 56381(c) of the CKH provides, "If, at the end of the fiscal year, the commission has funds in excess of what it needs, the commission may retain those funds and calculate them into the following fiscal year's budget." Approximately \$44,500 is now projected to be available at the end of the fiscal year as Fund Balance.

The projected Fund Balance amount will change before the adoption of the final budget in June. Changes to the Fund Balance contained in the final budget will impact the determination of net expenses for FY 2002-03 and, thus, the revenue to be received from the County, cities and independent special districts.

The actual Fund Balance amount will not be known until after June 30, 2002, after the close of FY 2001-02.

#### Miscellaneous Revenue

Interest earnings are being included in the Proposed Budget for the first time. A modest increase is anticipated primarily in recognition of the overall increase in expenses.

Other revenue, consisting entirely of charges for services, is proposed to decrease to \$70,000. This conservative estimate is based on the projected actual revenue for FY 2001-02 and a possible decrease in the number and/or complexity of the proposals submitted for processing. It should be recognized, however, that LAFCO has no control over the number or type of future applications. In a very broad sense, applications to LAFCO are somewhat reflective of the regional economy, but usually lag general economic trends. A substantial increase in either the number or the complexity of proposals filed will perhaps increase revenues, but will likely mean that other aspects of the Work Plan are delayed.

The Commission has adopted a policy to annually review the LAFCO fee schedule as a part of the budget process. This review is scheduled for the May 15, 2002 meeting. Changes will be recommended at that time to become effective as of July 1, 2002, in order to be in place for the entire 2002-03 fiscal year. The changes proposed will reflect the work plan task of implementing a deposit based fee system where the staff will charge for services based on a composite rate. Such a system will be fairer for applicants, especially for routine proposals. Whether or not such a system will result in increased revenues will depend on the number and complexity of proposals filed.

Revenues from the County, Cities and Independent Special Districts

Pursuant to the CKH, costs for LAFCO operations, net of charges for service, are apportioned one third to the County, one third to the cities, and one third to the independent special districts. The CKH describes how the County Auditor-Controller is to make this apportionment and collect revenues once LAFCO adopts a final budget.

Included with this Proposed Budget are the percentage shares of this apportionment for the cities based on the recently released 1998-99 State Controllers report and for the

independent special districts based on the 1997-98 State Controller's report. A new State Controllers report for special districts for 1998-99 may be published before the end of June. Should this occur, the County Auditor-Controller will reapportion the individual percentages for the independent special districts.

There is pending legislation that, if adopted, will change the law about how the County Auditor is to apportion the independent special districts percentages of the net expenses. Adoption of the currently pending legislation will not impact the apportionment of revenue to be collected for FY 2002-03.

The CKH provides for the independent special districts in each County to determine an alternate apportionment method. The Ventura County Special District Association has appointed a committee to review and consider an alternate apportionment method. Should the independent special districts adopt an alternate apportionment method consistent with the law and present it to the County Auditor-Controller prior to the adoption of the final budget in June, such an alternate apportionment method would be the basis for collecting the special districts share of net expenses.

Respectfully submitted,

Everett Millais
Executive Officer

# **VENTURA LOCAL AGENCY FORMATION COMMISSION**

EXPENSE AND REVENUE DETAIL Proposed Budget FY 2002 - 2003

Account Code Adopted Budget FY 01-02 See Note:	Projected	Proposed	Adopted
	Actual	Budget	Budget
	FY 01-02	FY 02-03	FY 02-03

#### **EXPENDITURES**

202,600 25,000 12,140 11,080 10,950	
25,000 12,140 11,080	
12,140 11,080	
11,080	
10.950	
10,000	
2,943	
26,101	
2,592	
14,100	
104	
0	
735	
4,293	
5,073	
317,711	
150	
4,200	
1,210	
215	
110	
12,340	
3,500	
950	
69,667	
80	
2,500	
6,500	
730	
1,800	
1 800	
	2,943 26,101 2,592 14,100 104 0 735 4,293 5,073 317,711  150 4,200 1,210 215 110 12,340 3,500 950 69,667 80 2,500 6,500 730 1,800

# **VENTURA LOCAL AGENCY FORMATION COMMISSION**

# EXPENSE AND REVENUE DETAIL Proposed Budget FY 2002 - 2003

	Account Code	Adopted Budget FY 01-02	Adjusted Budget FY 01-02 See Note:	Projected Actual FY 01-02	Proposed Budget FY 02-03	Adopted Budget FY 02-03
Other Prof & Spec Service	2199	15,000	15,000	7,800	125,000	
Special Svs - ISF	2205			12	100	
Public And Legal Notices	2261	3,000	3,000	600	1,000	
IBM PC Leasing	2273	5,500	8,000	4,800	4,800	
County Clerk	2304	3,900	3,900	0	0	
County Assessor	2304	14,500	14,500	2,500	2,500	
County RMA	2304	7,000	7,000	0	0	
County Counsel	2304	0	0	0	20,000	
Private Vehicle Mileage	2522	5,217	5,217	6,000	6,000	
Conference & Seminars Expense	2523	10,000	14,000	12,100	12,000	
Total Services and Supplies		219,732	226,732	195,416	322,952	
Contingencies						
Contingencies	6101	50,000	43,000	43,000	65,000	
Total Contingencies		50,000	43,000	43,000	65,000	
TOTAL EXPENDITURES		548,737	548,737	501,184	705,663	

#### **VENTURA LOCAL AGENCY FORMATION COMMISSION**

EXPENSE AND REVENUE DETAIL Proposed Budget FY 2002 - 2003

	Account Code	Adopted Budget FY 01-02	Adjusted Budget FY 01-02 See Note:	Projected Actual FY 01-02	Proposed Budget FY 02-03	Adopted Budget FY 02-03
REVENUES						
Fund Balance	5040	0	0	0	44,552	
Miscellaneous Revenue						
Interest Earnings	8911	0	0	7,000	8,000	
Other Revenue - Misc. (charges for LAFCO services)	9772	80,000	80,000	70,000	70,000	
Total Miscellaneous Revenue		80,000	80,000	77,000	78,000	
Other Governmental Agencies						
Other Gov't Agencies (County of Ventura)	9372	156,246	156,246	156,246	194,370	
Other Gov't Agencies (Cities)	9372	156,246	156,246	156,246	194,370	
Other Gov't Agencies (Indep Special Districts)	9372	156,246	156,246	156,246	194,370	
Total Other Government Agencies Revenue		468,737	468,737	468,737	583,111	
TOTAL REVENUES		548,737	548,737	545,737	705,663	

Note: \$7000.Transfered from contingency account 6101 on 11/08/01 (\$2500 to 2273, \$500 to 2174 and \$4000 to 2523)

# LAFCO NET OPERATING EXPENSES GOV'T CODE 56381 (b) (1) (1)

FOR BUDGET YEAR 2002-2003

**ALLOCATION - CITIES** 

SOURCE: STATE OF CALIFORNIA, CITIES ANNUAL REPORT, FY 1998/99

	TOTAL			
	REVENUE		ALL	OCATION
CITY	PER REPORT	PERCENTAGE	\$	194,370
1 CAMARILLO	\$ 52,172,696	8.890%	\$	17,279
2 FILLMORE	10,127,610	1.726%	\$	3,354
3 MOORPARK	14,596,868	2.487%	\$	4,834
4 OJAI	6,407,659	1.092%	\$	2,122
5 OXNARD	171,520,261	29.225%	\$	56,805
6 PORT HUENEME	19,067,347	3.249%	\$	6,315
7 SAN BUENAVENTURA	100,757,176	17.168%	\$	33,369
8 SANTA PAULA	16,677,562	2.842%	\$	5,523
9 SIMI VALLEY	66,733,058	11.370%	\$	22,101
10 THOUSAND OAKS	128,837,737	21.952%	\$	42,669
TOTAL	\$ 586,897,974	100.000%	\$	194,370

(1) In counties in which there is city and independent special district representation on the commission, the county, cities, and independent special districts shall each provide a one-third share of the commission's operational costs. The cities share shall be apportioned in proportion to each city's total revenues, as reported in the most recent edition of the Cities Annual Report published by the Controller, as a percentage of the combined city revenues within a county, or by an alternative method approved by a majority of cities representing the majority of the combined cities' populations.

#### FISCAL YEAR 2002-03 APPROVED BUDGET

Total Expenditures	705,663	
Non-Govt Revenue	122,552	
Operational Costs	583,111	
•	583,111	divided by 3
•	194,370	cities share

# LAFCO NET OPERATING EXPENSES GOV'T CODE 56381.5 (b) (1) (1)

#### **ALLOCATION - SPECIAL DISTRICTS**

SOURCE: STATE OF CALIFORNIA, SPECIAL DISTRICTS ANNUAL REPORT, FY97/98

	TOTAL				
	REVENUE		ALL	OCATION	
NAME	PER REPORT	PERCENTAGE	\$	194,370	
Bardsdale Public Cemetery	\$ 106,279	0.064%	\$	125	
2 Bell Canyon Comm. Services Dist.	275,217	0.167%	\$	324	
3 Calleguas Municipal Water Dist.	75,679,247	45.880%	\$	89,177	
4 Camarillo Health Care Dist.	1,526,482	0.925%	\$	1,799	
5 Camrosa Water Dist.	9,990,110	6.056%	\$	11,772	
6 Casitas Municipal Water Dist.	9,617,225	5.830%	\$	11,332	
7 Channel Island Beach CSD	2,644,558	1.603%	\$	3,116	
8 Conejo Recreation & Park Dist.	8,893,461	5.392%	\$	10,480	
9 El Rancho Simi Public Cemetery Dist	72,244	0.044%	\$	85	
10 Fillmore-Piru Memorial Dist.	129,210	0.078%	\$	152	
11 Fox Canyon Groundwater Mgmt Agency	388,617	0.236%	\$	458	
12 Hidden Valley Municipal Water Dist.	42,124	0.026%	\$	50	
13 Meiners Oaks County Water Dist.	499,642	0.303%	\$	589	
14 Montalvo Municipal Impv. Dist.	491,829	0.298%	\$	580	
15 Ocean View Municipal Water Dist.	380,842	0.231%	\$	449	
16 Ojai Valley Sanitary Dist.	5,860,663	3.553%	\$	6,906	
17 Ojai Water Conservation Dist.	3,519	0.002%	\$	4	
18 Oxnard Drainage Dist. No. 1	13,716	0.008%	\$	16	
19 Oxnard Drainage Dist. No. 2	115,345	0.070%	\$	136	
20 Oxnard Harbor Dist.	8,973,102	5.440%	\$	10,573	
21 Piru Public Cemetery Dist.	14,029	0.009%	\$	17	
22 Pleasant Valley Co. Water Dist.	1,540,039	0.934%	\$	1,815	
23 Pleasant Valley Rec & Parks Dist.	3,404,042	2.064%	\$	4,011	
24 Rancho Simi Rec & Park Dist.	10,426,180	6.321%	\$	12,286	
25 Russell Valley Municipal Water Dist.	4,375,690	2.653%	\$	5,156	
26 Saticoy Sanitary Dist.	124,225	0.075%	\$	146	
27 United Water Conservation Dist.	8,665,637	5.253%	\$	10,211	
28 Ventura Co. Resource Conserv. Dist.	214,228	0.130%	\$	252	
29 Ventura Port District	9,586,447	5.812%	\$	11,296	
30 Ventura River County Water Dist.	897,543	0.544%	\$	1,058	
TOTAL	164,951,492	100.000%		194370	

(1) In counties in which there is city and independent special district representation on the commission, the county, cities, and independent special districts shall each provide a one-third share of the commission's operational costs.

The independent special districts share shall be apportioned in a similar manner (to cities) according to each district's revenues for general purpose transactions as reported in the most recent edition of the "Financial Transactions Concerning Special Districts" published by the Controller, or by an alternative method approved by a majority of the agencies, representing a majority of their combined populations.

FISCAL YEAR 2002-03 APPROVED BUDGET

Total Expenditures	705,663	
Non-Govt Revenue	122,552	_
Operational Costs	583,111	divided by 3
	194,370	district's share